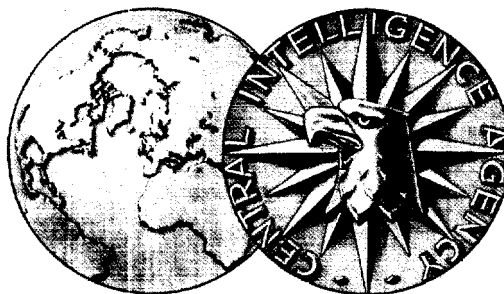


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# MAP RESEARCH BULLETIN



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**MR-9**

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**SEPTEMBER 1949**

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ILLUSTRATIONS

Map: Yugoslavia - Administrative Divisions,  
1949 (CIA 11322)

Map: Boundaries of Libya (CIA 10646 revised)  
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Note: This Bulletin has not been coordinated with the  
intelligence organizations of the Departments of  
State, Army, Navy, and the Air Force.

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**I. NEW ADMINISTRATIVE UNITS IN YUGOSLAVIA**

A new administrative system for Yugoslavia was ordered by the Praesidium of the National Assembly of the Federative Peoples Republic of Yugoslavia on March 25, 1949. The action was subsequently confirmed by the National Assembly during the three-day session of May 26-28. The six Peoples Republics which make up the Federative Peoples Republic of Yugoslavia were directed to establish smaller administrative units, called oblasts, within their borders. Each of the newly created oblasts was then to be responsible directly to the central government at Beograd, not to the parent Republic.

In conformity with the decree of the Praesidium twenty-one oblasts have been created. Five have been formed within the Peoples Republic of Serbia (Srbija), in addition to the previously functioning Autonomous Province of the Vojvodina and Autonomous Oblast of Kosovo-Metohija; six in the Peoples Republic of Croatia (Hrvatska); four in the Peoples Republic of Bosnia and Hercegovina (Bosna i Hercegovina); and three each in the Peoples Republics of Slovenia (Slovenija) and Macedonia (Makedonija). Because of its small area and population, the Peoples Republic of Montenegro (Crna Gora) is not subdivided.

The following are the new oblasts:

Banja Luka	Bjelovar	Kragujevac
Beograd	Gorica*	Ljubljana
Bitolj	Karlovac	Maribor

\* Yugoslav newspapers have also reported this oblast as Postojna and Primorje. With this exception, all oblasts bear the name of their administrative center.

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Moštar  
Nis  
Osijek  
Rijeka

Sarajevo  
Skoplje  
Split  
Štip

Titovo Uzice  
Tuzla  
Zagreb  
Zaječar

The map, CIA 10646 revised, accompanying this article, locates the oblasts within the Republics. The cities of Ljubljana, Zagreb, Sarajevo, Beograd, and Skoplje are not included within oblasts, but are administered independently.

The new organization resembles the system that prevailed from 1921 to 1929. At that time, Yugoslavia was divided into 33 oblasts, which were the largest administrative units in the country. Under the new organization, there are but 21 oblasts. The difference in number is chiefly because the Vojvodina and Kosmet were not separate administrative units during the earlier period, but were divided among a number of oblasts. In other areas, the oblasts of the two periods correspond closely in size and number. Then as now, Slovenia (without Istria) was divided into two oblasts and Macedonia into three, but the boundaries differed slightly in detail. Large segments of the old boundaries, however, correspond closely to those established in 1949, particularly where the oblast boundaries are also boundaries of the Republics.

In 1929 the thirty-three oblasts were replaced by nine banovinas and the prefecture of Beograd. By the change the new Beograd administration hoped to eliminate sectional consciousness and separatism and to remedy the inefficiency of the oblast system. The Banovina was designed to be a large economic unit with considerable independence. The plan was never wholly carried out because of continuing direction from the central government. The old historical province names of Macedonia, Slovenia, and Montenegro were abolished in favor of Vardarska, Dravska, and Zetska - names with no historical associations. Banovina borders were deliberately drawn across former administrative units.

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The organization of the Federative Peoples Republic of Yugoslavia in 1946 was based on the administrative traditions which the Banovina system ignored. The Peoples Republics created by the Constitution of 1946 correspond closely either to former independent states or to provinces having a long historical association with the Austro-Hungarian and Ottoman Empires. For example, the line which today marked the northern frontier of the Peoples Republic of Bosnia and Hercegovina was the division between the two empires from 1739 to 1878. The line which is the southeastern Slovenian border was the southern limit of the Austrian provinces of Carniola and Styria. Montenegro was a political entity for centuries. The creation of the Peoples Republics recognized the strong sectional feelings in Yugoslavia, and the Republics were granted a measure of self-government.

The Constitution of 1946, which created the administrative frame-work of the Peoples Republics, authorized the future establishment of various minor civil divisions. Physically, the oblasts established in the spring of 1949 are organized in accordance with the constitutional provision. Their administration, however, marks a radical change from the procedure outlined by the Constitution. The Constitution specifically directs all federal ministries concerned with internal affairs (including Finance, Commerce, Agriculture, and Forests) to carry on their business through the corresponding ministries of the Peoples Republics. The federal ministries are permitted to conduct directly enterprises of nationwide importance only. The Constitution also specifies that the working groups of any minor civil division are to be subordinate first to the administration of that division and then to the appropriate ministry of the Peoples Republic in which the division is located. In short, the Constitution channels through the Republic all contact of the central

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government with local officials and of local officials with the central government. The executive committees of the newly created oblasts, however, are responsible directly to the central government and so bypass the Republic.

It is possible to trace a recurring problem in the evolution of the Yugoslav administrative system. In prewar Yugoslavia, a many-unit centrally responsible system proved unwieldy. Subsequently, the banovina system whereby a few units exercised wide local autonomy was not acceptable to the authoritarian monarchy. In postwar Yugoslavia the initial administrative setup consisted of the six Peoples Republics which were charged with carrying out in detail the broadly outlined plans of the central government. Apparently the Tito government found that this system was not compatible with the purposes of the regime. In March 1949 the Tito Government decided to adopt a many-unit system once more.

The function of the new oblasts suggests a reason for the reorganization. It was announced in Borba on 8 May that, "the oblast governments will relieve the Republican government of minor administrative tasks and of duties connected with trade and crop purchase." The New York Times report on the bill setting up the oblasts said that the oblast government would "be responsible for production as well as administration ...." If the oblasts, which are directly responsible to the central government, can effectively direct both production and trade, the central government will have tightened its control on the whole national economy.

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**II. THE SOUTHERN BOUNDARY OF LIBYA FROM TUMMO  
EASTWARD TO THE BOUNDARY OF  
ANGLO-EGYPTIAN SUDAN**

Developments in the last two years have re-emphasized the need for definitive international agreement regarding the southern boundary of Libya eastward from Tummo. Since there appears to be no such agreement at the present time, cartographers drawing this boundary are forced to rely either upon imagination or upon agreements of doubtful validity. Many British and American maps, both official and unofficial, show a line corresponding with line C of the accompanying map (CIA 10646 revised). Italian maps after 1935 also generally showed this line. Before 1935 maps published by different nations often showed the boundary as a combination of lines D and A or of lines D, a portion of A, and E of the accompanying map, or variants of these lines. In February 1948 the French Government general of Algeria published a map, Fezzan: Voies de Communication, scale, 1:3,000,000, which indicates the western portion of this boundary in agreement with lines D and A. In preparing a map of Libya to accompany Volume III of the recently compiled Report of the Four Power Commission of Investigation for the Former Italian Colonies, the British Map GSGS No. 3991 was used as a base. It showed the boundary as Line C. At the request of the French Delegation on the Four Power Commission the boundary as shown on the 1948 French map of Fezzan was also inserted on the map accompanying the Commission Report, together with a marginal notation that the boundary thus inserted was in accordance with a Franco-Italian protocol for the delimitation of the boundary between Libya and French West Africa, signed 10 January 1924, which still remained in force. A preliminary search of materials available in Washington fails to indicate that any such protocol exists, although there was an agreement between France and Great Britain on this date dealing in part with line A.

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The following brief summary gives the most important agreements regarding the southern boundary of Libya.<sup>1</sup> This is not an official statement, nor do the conclusions at the end reflect official US policy. They are intended merely as justification for a temporary method of representing the southern boundary of Libya, pending final disposition of the territory.

1. The first attempt to define a boundary in this region was made in an Anglo-French Declaration of March 21, 1899 delimiting the spheres of influence of France in central Africa on the one hand, and of Britain in the Nile basin on the other. It was agreed that the northern limit of French influence should be a line extending from the intersection of the Tropic of Cancer with the meridian 16° E southeastward to meridian 24° E, but the exact point at which this line should meet the 24th meridian was not specified. A beginning was thus made at defining line A, but since the exact southeastern terminus of the line was not stated, the orientation of the line remained in doubt. Turkey, which exercised sovereignty over Tripoli (Libya) at this time, protested the Anglo-French Declaration, claiming that the hinterland of Tripoli extended as far south as Lake Chad.

2. About this time Italy was planning to carve out a North African colony, and in an exchange of notes with France in November 1902, Italy accepted the line laid down by the 1899 Anglo-French Declaration as the northern limit of French expansion. However, the Treaty of Ouchy, October 18, 1912, between Italy and Turkey, which gave Italy actual possession of Libya, made no specific mention of the southern boundary.

1. Two useful studies of this boundary are: S.W. Boggs, International Boundaries (New York, 1940), pp. 159-161, which has a series of nine small maps summarizing the development of Libyan boundaries; W.B.K. Shaw, "International Boundaries of Libya," Geog. Jour. vol. 85 (1935), pp. 50-53.

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3. An Anglo-French Convention of September 8, 1919 confirmed the 1899 declaration and in addition fixed the southeastern end of the line as the intersection of longitude  $24^{\circ}$  E with parallel  $19^{\circ} 30'$  N. The orientation of line A was thus fixed for the first time.

4. The boundary between Anglo-Egyptian Sudan and French Equatorial Africa was demarcated in 1923 by a joint Anglo-French commission. The commission worked from south to north along the 24th meridian to  $19^{\circ} 30'$  N latitude, the southeastern end of Line A, and this point was marked on the ground, but line A as defined in 1899 and 1919 was not demarcated. The Protocol of demarcation was signed by French and British representatives in London, January 10, 1924.

5. An agreement was made between Great Britain, Italy, and Egypt, July 30, 1934 defining the boundary between Libya and Anglo-Egyptian Sudan. It was agreed that this boundary should extend southward along meridian  $25^{\circ}$  E from parallel  $22^{\circ}$  E to parallel  $20^{\circ}$  N, thence west along  $20^{\circ}$  N to  $24^{\circ}$  E, thence south along  $24^{\circ}$  E to the junction with the boundary of French territories (Line B on accompanying map). The effect of this agreement was to exclude British-Egyptian influence from the so-called Sarra Triangle, that is, the area northeast of the 1899 line. Italy was now in sole possession of this area.

6. By the so-called Rome Accords of January 7, 1935 negotiated by France and Italy, a boundary was defined between Libya and French possessions passing from Tummo southeastward across the Tibesti massif to the Anglo-Egyptian Sudan boundary at  $18^{\circ} 45'$  N latitude (line C). These agreements were not legally put into effect, and were repudiated by Italy on December 27, 1938. Nevertheless, Italy seems to have occupied some points immediately north of this line for a time.

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7. There appears to be no legal basis for line D which connects Tummo with the northwestern end of line A. It coincides with a section of the boundary often shown on early twentieth century maps of Tripoli, but this boundary, in turn, seems to have no legal basis. Line D was merely a cartographic device for closing the boundaries of Libya.

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CONCLUSION

From the legal standpoint there does not appear to be much choice between line C on the one hand and the combination of lines D and A on the other. Since the Rome Accords which established line C were expressly repudiated by Italy, there is some ground for the contention that line A is the legal southern boundary, even though Italy was not a party to the agreements establishing the line. On the other hand, the acceptance of line A for cartographic purposes would leave a considerable gap in the boundary along line D, for which no agreement whatsoever exists.

It is proposed that for the time being line C should be represented as the southern boundary of Libya, unless definite proof is obtained that a Franco-Italian accord of January 10, 1924 which would form a basis for a boundary along line D-A, actually exists. On medium- or large-scale maps the section of boundary from Tummo eastward to the point where it joins the boundary of the Anglo-Egyptian Sudan should be indicated as indefinite or in dispute.

The reasons for selecting line C in preference to line D-A are:

1. Line C was defined in an agreement between the parties concerned (even though later repudiated), whereas the D portion of line D-A has no basis in international agreement, being only a cartographic convenience to complete the circuit of the boundary of Libya.
2. Line C represents the southern limit of territory at one time under ~~de facto~~ Italian control. If Libya is defined as all of the area under that name

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formerly in the possession of Italy, then it is appropriate that line C should be indicated as its southern boundary until such time as agreements are reached making final disposition of the territory or its parts.

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### III. ADMINISTRATIVE DIVISIONS OF TURKEY

Official information on Turkish administrative divisions is very limited. A list (Item 1, below) of divisions was published in 1946 and is still the latest complete information of this type available in Washington. It is arranged in four separate alphabetical groupings:

- A. By il (vilayet) - first order administrative division.
- B. By ilce (kaza) - second order administrative division. Each ilce name is followed by the name of the il in which it is located.
- C. By bucak (nahiye) - third order administrative division. Each bucak name is followed by the names of the ilce and the il in which it is located.
- D. By il, and by ilce, with the bucak names for each ilce in no apparent order, and the number of köyler (villages) given for each bucak.

Understanding the lists (item 1) requires use of the Turkish language notes on page 3; however, none of the translations of the notes makes the lists completely usable. They are useful for names of iller and ilceler (plural of il and ilce), but cannot be used for a complete check of bucak names. Two dispatches (items 2 and 3) give more recent information. Item 2 shows changes of 21 köy names and 3 bucak names in 17 ilceler. Item 3 lists 12 of the 15 ilceler newly established in December 1947. One more new ilce appears on the 1948 map of civil divisions (item 4).

Maps of Turkish administrative divisions show only the first-and second-order division boundaries. Prior to 1940 there were many and frequent changes in these boundaries. Although no changes are known to have been made officially since that date,

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official Turkish maps indicate that changes are being made nearly every year. Regardless of the scale of the map on which they are plotted, both il and ilce boundaries are somewhat generalized. Their sketchy portrayal contrasts with the detailed delineation of the international boundary. Such a contrast on several maps indicates that the il and ilce boundaries may never have been accurately defined.

The most recent map at any scale is at 1:2,000,000, dated 1948, (item 4). It shows il, ilce, and bucak capitals but gives boundaries only for the il and ilce. Both types of boundary are excessively generalized. In comparison with earlier maps there are many minor changes in il boundaries that are difficult to account for on the basis of generalization or inaccuracies in drafting. In a few places the il boundary has been continued through or around a lake, instead of stopping at the shoreline. There are many other instances in which the difference represents an amateurish generalization from the earlier map.

All maps pay insufficient attention to the relation of boundaries to roads and rivers and cannot be used for an accurate alignment of internal boundaries.

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List of References

Item 1. Idare Taksimati (Administrative Divisions); Provincial Administration General Directorate, Turkish Ministry of the Interior, Series 2, Number 3, 1946; 134 pp; CIA DR 414.

Item 2. State Department Despatch No. 1654; Ankara: 26 May 1947.

Item 3. Report-766-7, MA Turkey; 26 December, 1947; ID 428866.

Item 4. Mülki Idare Taksimati (Civil Administrative Divisions); 1:2,000,000; Turkish General Map Directorate, 1948; in Turkish, legend translated into English; CIA Call No. 42092.

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#### IV. BRIEF NOTICES

##### A. NEW YUGOSLAV LARGE-SCALE MAP SERIES

The Geodetic Administration of the Yugoslav government has recently issued a new planimetric map series of 250 sheets at the scale of 1:25,000. The area covered, some 9,500 square miles of northern Serbia, lies south of the Sava and Danube Rivers and north of a line which roughly joins the towns of Titovo, Užice, and Negotin. So far no US agency has the set.

##### B. ATLAS OF THE GEORGIAN S.S.R.

The Academy of Sciences of the Georgian S.S.R. (Gruzinskaya S.S.R) is compiling a geographic atlas of the Georgian S.S.R. Thirty maps for the atlas were scheduled for compilation in 1948. No other details are known at the present time.

##### C. MAPS OF THE TRIBAL AND ADMINISTRATIVE BOUNDARIES OF IRAQ

Tribal and administrative boundaries for Iraq are shown on two sets of Arabic language maps that have recently been made available. Individual sheets in these multicolored sets were published between 1936 and 1941 by the Public Survey Director, Baghdad. First, second, and third order administrative divisions (liwa, qadha, and nahiya, respectively) are shown for the fourteen liwas on a set at a scale of 1:253,440 (CIA Call No. 47549), and the boundaries of the two desert territories are shown on a set at a scale of 1:500,000 (CIA Call No. 46969). Sheets covering the liwas of Karbala and Diwaniya are not at present available in the CIA Map Library.

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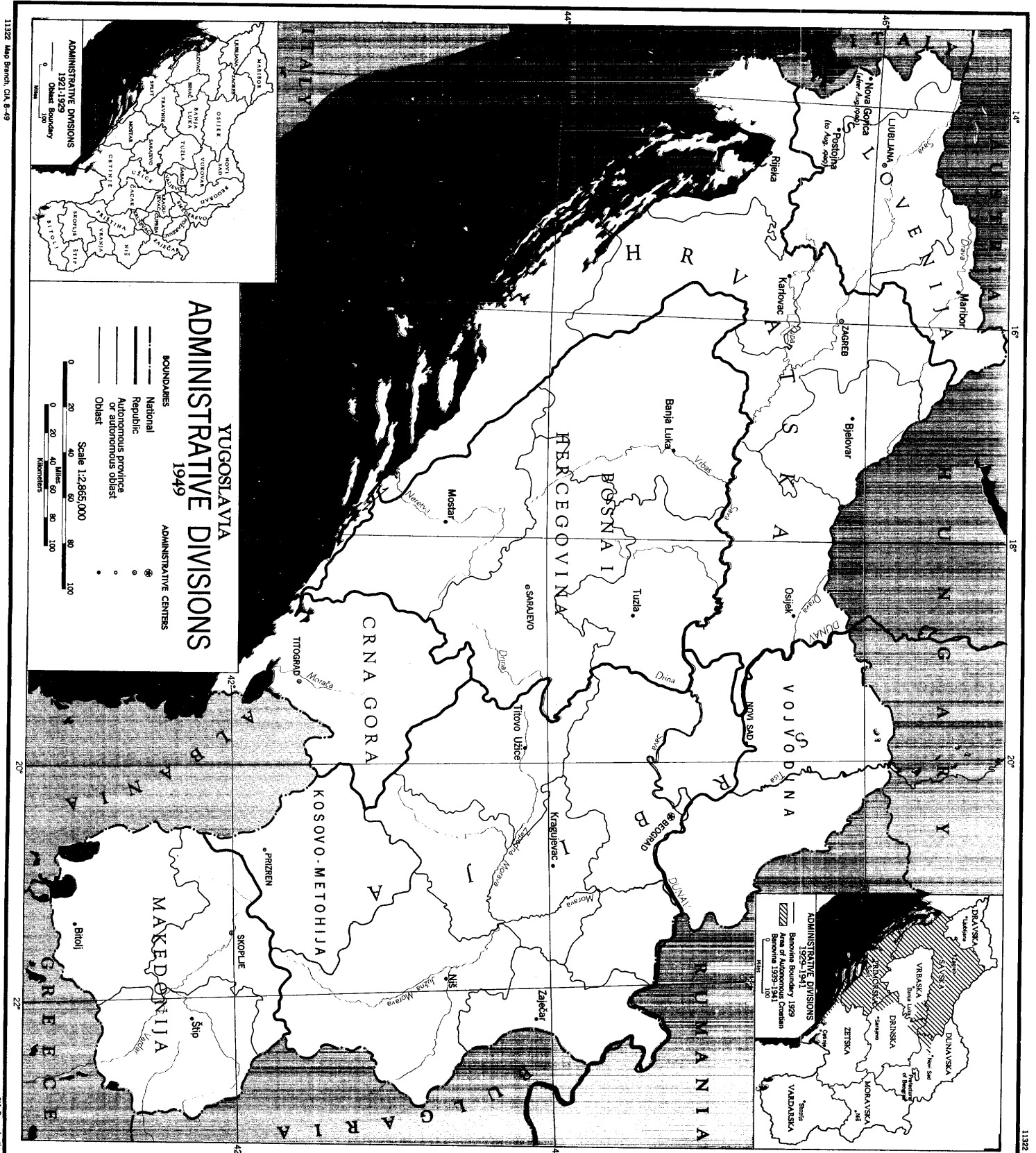
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Since the sets are official publications and there are no other maps available showing tribal data and administrative boundaries in detail, the sets are presumed to be reasonably accurate. Liwa boundaries are in general agreement with a small-scale manuscript map (CIA Call No. 35649) that was forwarded from Baghdad by the Military Attache to be used as a general aid in determining these boundaries. The British have mapped liwa boundaries on sets at a scale of 1:253,440 and at 1:1,000,000. Parts of these boundaries appear to be highly generalized. Other available maps showing qadha and nahiya boundaries show those of 1924.

In addition to the tribal and administrative boundaries, the name of the tribe occupying each tribal region and the name and capital of each of the administrative divisions are given on the individual sheets. Main roads, railroads, and rivers are shown on all sheets; but the information concerning police posts, secondary roads, and surface features varies in completeness of coverage from sheet to sheet. Railroad data are unreliable. On the two sheets covering Amara liwa the tribal areas are further broken down into tribal districts, and the districts are keyed to a marginal table that gives the name of the tribal district and the name of the sheikh who ruled the district when the sheets were compiled.

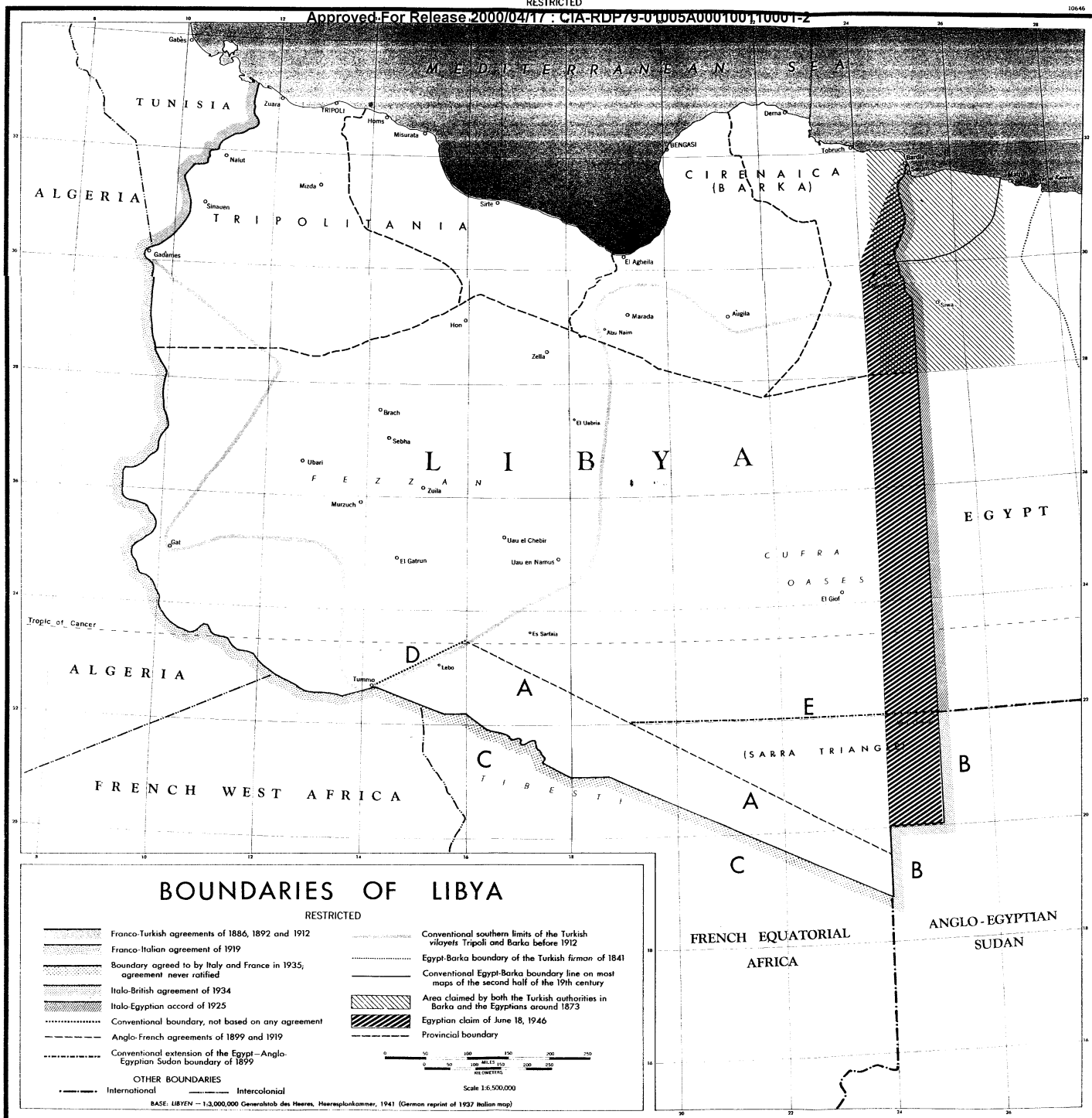
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